

# **Norway and the NGO Channel The Case of South Africa**

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### **Indexing terms**

Non-governmental organisations

Development aid

Norway

South Africa

*Supporting the development of a [vibrant, informed, confident, well resourced and effective] civil society is thus an indispensable part of [democratic] consolidation. Helping civil society organisations to address their present crisis should be a priority for all stakeholders in Africa's transition to democratic government*

Adam Habib & Paul Opuko Mensah  
*Mobilising Across Africa:  
Civil Society and Democratisation*  
2003

*The international aid system forms a powerful structural force impacting organizational landscapes and civil societies all over the world in complex ways we do not yet understand. Dominant NGO research has failed to properly address this crucial issue, because of a conceptual, theoretical and ideological tradition that is itself embedded in this very same system's normative, rhetorical agenda.*

Terje Tvedt  
*Development NGOs:  
Actors in a Global Civil Society or in a New International Social System?*  
2003

The role of Norwegian NGOs in Norwegian development assistance has changed dramatically over the last 25 years. Nearly half of Norway's bilateral development assistance is now channelled through Norwegian NGOs. Norwegian NGOs also provide important input in the formulation as well as in the implementation of aspects of Norwegian foreign policy in relation to developing countries. For some this new relationship between NGOs and the State in Norwegian foreign policy has led to the term "the Norwegian model".<sup>1</sup>

This paper examines the role of Norwegian NGOs in relation to one of Norway's most important partner countries in Sub-Saharan Africa – South Africa. More specifically it analyses the role and relevance of the Norwegian NGO channel in the disbursement of development assistance to South Africa's civil society.

- *What is the relation between aid channelled through Norwegian NGOs and aid channelled directly from the Norwegian state to South Africa?*
- *How important are the Norwegian NGOs in Norwegian policy towards South Africa?*
- *What impact does the Norwegian aid have on civil society in South Africa?*

Norway provided significant financial and political support to the anti-apartheid struggle. Norwegian NGOs were particularly important in facilitating this. They were the main channel for providing financial support to the ANC in exile and to anti-apartheid civil society inside the country. The NGOs were lobbying the Foreign Ministry to secure funding while the

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<sup>1</sup> Cf. Terje Tvedt's two books *Utviklingshjelp, utenrikspolitikk og makt. Den norske modellen* (Oslo: Gyldendal 2003) and *Angels of Mercy or Development Diplomats? NGOs and Foreign Aid* (Oxford: James Currey 1998)

Foreign Ministry in a very pro-active way sought to disburse funding through the same NGOs.

After the 1994 democratic elections Norway decided to make South Africa a major recipient of Norwegian aid. Norway committed itself to establishing a South African transitional assistance fund totalling NOK 100 million per year for the five-year period from January 1995 through December 1999. Additional funds would also be made available from various other Norwegian aid funds.

In 1999 Norway and South Africa signed another agreement committing Norway to provide NOK 400 million in a new five-year period from 2000 to December 2004. In 2004 a new *Declaration of Intent between the Governments of the Republic of South Africa and the Kingdom of Norway* was signed. It covered a new 5-year period from 2005 to 2009. Norway committed itself to provide a total of NOK 250 million for the bilateral aid co-operation in this period. Additional financial resources can be made available through separate funding facilities (commercial, cultural, NGO allocations, etc.).

After 1994 and following the new agreements, government-to-government assistance became an important channel for Norwegian aid. Quantitatively, however, Norwegian NGOs have continued to be a very important channel for disbursement of financial aid to South Africa.

This paper will first take a brief look at civil society in South Africa and the challenges facing this sector before analysing the role of the Norwegian NGOs in Norwegian assistance.

## **South African civil society – an overview**

There are many myths about and considerable knowledge gaps on the state of civil society in South Africa. However, it is evident that civil society in South Africa is significantly larger and stronger than in any other Sub-Saharan African country. A recent major study concludes that this sector is a R9.3 billion industry that contributed 1.2 percent to the Gross Domestic Product in 1998. Measured by the size of the workforce, the civil society sector is larger than many formal economic sectors.<sup>2</sup>

A recent study finds that there are nearly 100 000 civil society organisations in South Africa employing the equivalent of nearly 700 000 full-time staff. Civic advocacy and environment organisations may appear small but are comparatively large. Issue-based and value-driven organisations in the environment and civic/advocacy sectors are significant, including civil rights organisations (5 percent of the civil society workforce) and political parties (14 percent). The majority (53 percent) of civil society organisations are less formalised community-based organisations concentrated in poorer communities. The average existence of the civil society organisations is 19 years.

The South African civil society also mobilises a substantial number of volunteers. Nearly 1.5 million volunteers actively contributed their time and energy to South African organisations in 1998, well above the international average.

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<sup>2</sup> Valuable data on the civil society sector are now available with the findings of the major South African Non-Profit Sector Study undertaken by the Graduate School of Public and Development Management at the University of the Witwatersrand on behalf of the Johns Hopkins University. See M. Swilling and B. Russell with A. Habib: *The size and scope of the non-profit sector in South Africa* (Johannesburg and Durban, P&DM, University of the Witwatersrand and The Centre for the Study of Civil Society, University of Natal 2002).

The South African civil society sector had an estimated ZAR 14 billion income in 1998. Most of this funding came from domestic South African sources with the government being a significant financial contributor. There are no figures available which shows the total contribution of development assistance, but the main share of the income comes from domestic funds.<sup>3</sup>

There has been much talk in South African NGO circles of a foreign donor ‘drought’. This does not seem to be correct. The level of foreign donor funding has remained remarkably stable since 1994-95. In fact it has probably increased since the late 1990s, largely because of the failure of government to deliver in key sectors using international aid.<sup>4</sup> Most foreign donor funding has been invested in education, health, job-creation and service delivery, yet a fair proportion has gone to governance programmes, including democratisation and human rights projects – sectors commonly believed to experience difficulty in accessing funds.

However, donor priorities have changed and the pattern of funding may have shifted to the disadvantage of some categories of civil society organisations. In particular Northern donors have sought to relocate resources into social services at the expense of research, project facilitation, human rights and lobbying and advocacy. There also seems to be a trend for foreign donors to cut down on administration costs by making larger grants to a smaller number of organisations, and by entering into multi-year rather than annual funding contracts. This has also been associated with other shifts. Generalised or flexible operational funding has been replaced by project or activity specific grants intended to achieve very defined outcomes and impact. Also, flexible funding grants may have been replaced by thematic programmes supporting particular approaches and issues, often new to recipients. Donors have increasingly shifted from pro-active funding, to application-led grant processes that require detailed and sophisticated planning methodologies and structures

The net result of these changes in donor priorities has been that funding arrangements have introduced rigorous and demanding management obligations related to financial management, monitoring and reporting. These changes may have caught many South African NGOs unprepared, or with poor capacity, to meet new challenges. The shift has inevitably favoured larger, urban, more sophisticated NGOs to the detriment of community based organisations and smaller projects. The impact has been most severe on civil society organisations unable to manage the change to relevant programmatic themes and approaches; on organisations with limited or insufficient capacity to manage complex grant processes; and on organisations inappropriately positioned with regard to government, donors or constituencies.

Much has also been written about the deteriorating relations between the government and civil society, including also the many weaknesses and problems facing civil society in South Africa. One important focus in much of the literature has been on the constraints of the environment, especially how this has impacted on the divisions between those NGOs – often service-oriented - that operate within the system and those community based organisations – often mobilisational - that challenge the state. This focus has often led to an emphasis on the

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<sup>3</sup> The study above (see note 2) does not provide any accurate figures on this. It estimates that 10% of the government’s contribution (42 percent) is from foreign donor funds and that 7-8 % of the contribution from domestic donors is in fact from foreign donors. This is, in the opinion of this author, most likely a significant underestimate.

<sup>4</sup> See Gerald Kraak “The South African voluntary sector in 2001: A great variety of “morbid symptoms””, *Development Update* (Johannesburg) vol. 3, 2001, 4: 129-150.

role of the state and donors in influencing and shaping civil society in South Africa.<sup>5</sup> A recent authoritative analysis of the challenges facing South African NGOs and civil society focuses instead on the internal and organisational constraints facing the sector.<sup>6</sup> It argues that the NGOs are characterised by

- lack of creative, dynamic and visionary leaders;
- failure to reproduce quality leadership;
- the non-profit sector being a career-based stepping-stone rather than a ‘calling’;
- low levels of commitment, especially in delivery-oriented non-profit organisations as opposed to politically or ideologically-based non-profit organisations;
- prevalence of a victim mentality;
- unresolved tensions over race and gender;
- lack of monitoring, evaluation and reporting systems to check progress, identify problems and react accordingly; and
- poor fundraising skills, strategies and drives.

The study goes on to note that donors have poured substantial resources into ‘capacity building’ exercises, which have become on-going ‘navel-gazing’ exercises that are an end in themselves. It concludes by arguing that donors have to help NGOs resolve systemic problems – among which skill deficit is paramount – before capacity building can bear fruit.

## The Norwegian NGO channel

Before 1994 the bulk of the Norwegian aid was channelled through (mainly) three Norwegian NGOs to anti-apartheid organisations inside South Africa and to the ANC and others in exile (after 1990 funding was also channelled directly to the ANC inside South Africa). Some funds were also channelled through the UN and other multilateral institutions. The relations between these three Norwegian NGOs and the Foreign Ministry were particularly close and intimate. These NGOs were primarily delivery channels for the Norwegian assistance and were not involved in programme or project implementation. The working relations between these NGOs and the Foreign Ministry were also particularly close and intimate. In the second half of the 1980s, this included Norway’s diplomatic mission in South Africa searching for projects worthy of support and then using a Norwegian NGO as channel for disbursements of funds. In some cases this also included using the NGO to smuggle funds into the country!

This changed with the end of apartheid and the first democratic elections in 1994. Norway decided that the intention was to channel one-third of the new development assistance through Norwegian NGOs, one-third as government-to-government assistance and the remaining one-third as private sector support, including stimulation of Norwegian companies to trade with and invest in South Africa.<sup>7</sup>

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<sup>5</sup> See e.g., Adam Habib & Hermien Kotzé, “Civil Society, Governance and Development in an Era of Globalisation”, pp. 271-312 in Guy Mhone & Omano Edigheji (eds.): *Governance in the New South Africa, the Challenges of Globalisation*, Cape Town: University of Cape Town Press 2003, and Hermien Kotzé, “Responding to the growing socio-economic crisis? A review of civil society in South Africa”, *Development Update* (Johannesburg), Vol. 4, 2003, No 4: 1-32.

<sup>6</sup> See Kraak (2001).

<sup>7</sup> This discussion is based on the information provided in P. Pillay and E. N. Tjønneland, *From Aid to Partnership. A Joint Review of Norwegian – South African Development Co-operation 1995-2001*, Bergen: CMI 2003 (R 2003:1). This review was commissioned by NORAD and the South African National Treasury.

The Table below shows the categorisation of Norwegian assistance in the 1995-2001 period by actual channel of support. Four broad categories can be identified. First, a relatively high proportion of aid in this period (37 percent) was channelled through Norwegian NGOs directly through a variety of South African NGOs and community-based organisations (in some cases this involved using South African private intermediaries). Second, about 41 percent of the aid was channelled directly from NORAD's head office and the Foreign Ministry in Oslo or through the Norwegian Embassy in Pretoria. Significantly, of the amount channelled through this route, only about 60 percent (or 25 percent of the total aid) went to state and public institutions and the rest (just under 17 percent of the total aid) went to private institutions (mainly NGOs and universities). Third, nearly 7 percent of the aid was channelled through Norwegian universities and research institutions. Finally, about 15 percent of the funds ("other channels and unclassified") was channelled through UN organisations as multi-bilateral assistance or through international NGOs together with some contributions and loans to Norwegian private companies.

There appears to have been limited co-ordination between these different channels. Funds through the various channels have also been allocated by different departments, both within NORAD and the Foreign Ministry. The Embassy has been informed about allocations through other channels, but it has had limited capacity to monitor or influence these disbursements or to extract lessons learnt and implications for the overall direction of Norwegian assistance.

The Norwegian NGOs are only to a very limited extent involved in operational activities inside South Africa. Their primary role has been financial intermediaries transferring funds. This contrasts with other African countries where Norwegian NGOs to a much greater extent have been operational agencies implementing development projects. However, post 1995 a number of single-purpose institutions (such as the Red Cross, the Sports Federation or the Field Band Association) have also been involved not only as a channel for transfer of funds, but also as a partner for the South African organisation. This trend accelerated with the launch of the new Norwegian volunteer service, *Fredskorpset*, in 2001. South Africa has become a popular country for their operations. Cf. the annex which provides a list of NGOs providing and receiving Norwegian aid.

**Table 1**  
Channels for Norwegian assistance to South Africa, 1995–2001  
(NOK 1000 and percent)

Norwegian NGOs	Norwegian state/embassy		Norwegian universities and research institutions	Other channels and unclassified**
	To state and public institutions*	To private institutions		
349 794 (37.0)	232 259 (24.6)	157 857 (16.7)	62 435 (6.6)	142 526 (15.1)

\* This includes all government-to-government programmes as well as all other disbursements where the recipient (contract partner) is a public institution (excluding universities which are classified as private institutions).

\*\*This includes limited funds through other agencies (primarily UN agencies) and Norwegian private companies, but most are unclassified funds.



It is also important to note that in the South African case, Norwegian NGOs have not been required to provide contributions from their own sources. A 10 percent or 20 percent “own contribution” is usually a requirement for receiving aid funds from the Foreign Ministry/NORAD. For political reasons this was not the case in support to South Africa before 1994 and in the first period after 1994.

The volume of allocation through these channels has remained remarkably stable throughout the period (although there are significant shifts within the channels). In 2002 about NOK 31 million was channelled through Norwegian NGOs from NORAD’s Department of Civil Society and Private Sector Development. Adding allocations through Norwegian NGOs from other Departments and from the Embassy, it is estimated that the total allocation to South African NGOs and community-based organisations approached NOK 50 million in 2002.

However, funding for South African civil society is even higher. The Norwegian financial support, including funding through government channels, may have exceeded half a billion Norwegian Kroner in the 1995-2001 period. This includes a financial important contribution from the Embassy. This support is fairly similar to the type of support channelled through Norwegian NGOs in terms of type of organisations, activities funded, and profile. The Embassy tends to prefer national NGOs, while the Norwegian NGOs have increasingly focused on smaller community-based organisations.

Several observations can be made of the Norwegian aid channels. The *first* striking feature is the almost total absence of co-ordination and information sharing both among the various actors behind the Norwegian support to this sector, and between this sector and what is being supported through the government channel. There is limited or no sharing of information between the various Norwegian NGOs involved. Nor are there any information sharing or consultations between the support to civil society provided through the Norwegian NGO channel and the support provided through the Embassy, or between the civil society support and support provided to other sectors. On the South African side the official counterpart, the National Treasury, has hardly any knowledge of what is channelled outside the government-to-government programmes.

A *second* observation is that the Norwegian support seems to only partly correspond to the general trend in foreign donor support to South African NGOs noted in the previous section. The Norwegian funding, particularly funding channelled through Norwegian NGOs, has continued to be directed at smaller NGOs and community based organisations and has not shifted to bigger NGOs. The biggest change has been a greater targeting of organisations focusing on culture and HIV/AIDS. *Another* noticeable trend in the Norwegian support has been limited attention to the use of NGOs to improve implementation and service delivery in government programmes (the exception is the Norwegian-supported water supply and the housing programme where South African NGOs play an important role in the Norwegian programmes). Other major donors have tended to provide more support to South African NGOs able to provide service delivery.

A *final* observation is that Norway - as opposed to most other major donors to the South African civil society - does not seem to have an overall guiding policy behind their support

and prioritises to the South African civil society. Norwegian NGOs receiving development funding from NGOs are relatively free to act according to their own priorities.<sup>8</sup>

## Norway and civil society in South Africa

How relevant is the Norwegian assistance to South Africa? Does it contribute to the consolidation of civil society in the country? What is the role of Norwegian NGOs in Norwegian policy towards South Africa?

Norway may be ranked among South Africa's top 10-15 foreign aid donors, but the Norwegian aid flow still only accounts for a negligible fraction of the total aid going to the country, probably significantly below 5 percent. Even more significantly: the external development aid to South Africa is very limited. Total official development assistance flowing to South Africa is, quantitatively, insignificant – currently around 1 percent of the government revenue. In relative terms, the aid flow to the country is decreasing compared to the growth in the South African economy.<sup>9</sup>

This does not mean that aid to South Africa has been unimportant. Development assistance has often played an important role in transforming institutions, in developing new policies, in implementation and delivery of services and in exposing South Africa to lessons and experiences from other countries. It could be argued that this might also have been achieved without the development assistance, but then probably at a much slower speed. In consolidating new and fragile democracies, speed and swift action are important and sometimes crucial.

The experiences from the aid inflow to South Africa are, however, also mixed. The National Treasury's 2000 evaluation, *Development Cooperation Report II*, of the aid inflow in the 1994-1999 period found that aid has had a significant impact in many areas, but also noted that it was highly uneven, that it was not sufficiently focused and that it was not optimally managed. The 2002 joint South African Treasury/NORAD review arrived at similar findings in their assessments of the official Norwegian development assistance to the South African state.<sup>10</sup> The strongest positive impact was in some of the efforts to assist in developing new policies, planning institutional reform and the creation of an enabling environment. The achievements were uneven in assistance to implementation and capacity building and less effective in support to poverty reduction and job creation.

The joint review finds it more difficult to pass judgements on the role of the Norwegian support to South Africa's civil society (which in most cases bypasses the Treasury and is

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<sup>8</sup> Development aid channelled through Norwegian NGOs are covered by the Foreign Ministry's and NORAD's Grant Schemes for Humanitarian Assistance and Development Cooperation by Norwegian and International Voluntary Actors. These guidelines also limit the ability of the Embassy to influence the direction of aid through Norwegian NGOs.

<sup>9</sup> See the *Synthesis Report Development Cooperation Report II for South Africa 1994-1999* (Birmingham: International Organisation Development Ltd, November 2000). This 400-page synthesis report includes an executive summary of each of the component studies. The full report, including dataset and component studies, is available on a CD-Rom. This study was organised and led by the International Development Cooperation Directorate in the then Department of Finance (now the National Treasury) with the financial support from a number of foreign donors. The estimates in this report of total aid inflow is in underestimation - it has not taken properly account of funding to South Africa channelled outside the National Treasury. For some donors, such as the Norwegians, this is significant.

<sup>10</sup> See Pillay & Tjønneland (2003).

channelled directly to individual organisations). It notes that there is very little information available and hardly any co-ordination or information-sharing between the different Norwegian channels for support. Officially, Norwegian support through Norwegian NGOs and to civil society is justified in terms of the need for consolidation of a vibrant civil society. Government control and direction should therefore be avoided. The sheer size of the aid disbursed suggests that much more attention should have been paid to co-ordination. This applies in particular to areas where NGO-funded projects focus on community development and service delivery and relate to local government structures and other state bodies. There is only one area where this has been attempted, and with some success: the Norwegian support to housing in South Africa which included co-operation between Cope Housing Association in Johannesburg and the Norwegian Federation of Co-operative Housing Associations as a major component.

The review also noted that most South African civil society organisations receiving Norwegian funding tended to view Norwegian NGOs as simply a financial donor and not a partner.

The joint Norwegian/South African review argues for the need to know more about what is implemented through NGO-projects and what is being achieved. Are there any lessons learnt that could be of benefit in the assistance channelled through the government? Are there any lessons from the government channel that can be of use for NGO support? Can government-NGO partnerships be facilitated, particularly in areas of service delivery and targeting of poor communities? Such questions need to be asked as Norwegian support through NGOs to certain areas, particularly to the informal sector and micro-enterprises in South Africa, in financial terms is far more significant than support channelled through official channels. The one area where government-NGO partnerships are incorporated into a Norwegian supported government-to-government programme is the rural water programme, but this has been a South African initiative.

A second main observation of the Norwegian support to South African civil society is the *ad hoc* approach to the weaknesses characterising this sector: for example, capacity constraints, weak management, difficult relations with government structures, and poor attention to a changing funding landscape. The Norwegian support has been fragmented and uncoordinated in relation to these challenges. This applies both to aid channelled through Norwegian NGOs and aid channelled directly from the Embassy to civil society organisations in South Africa.

The joint review noted that there have been no attempts by Norway to explore through official channels the prospects for Norwegian assistance (technical and/or financial) to assist the South African government in making its channels for civil society support more effective. Taking into account the size and scope of the Norwegian support to civil society organisations this is somewhat surprising.<sup>11</sup>

Many of the South African organisations supported also remain financially very dependent on Norwegian funding. Some have managed to secure funding from other foreign donors, but very few have secured funding from domestic public or private sources. The joint review noted that some organisations may be in a position to significantly reduce their financial dependence on Norway by 2004 (when the current aid programme expires), but most will not have succeeded in doing that – especially among the smaller, community-based organisations.

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<sup>11</sup> The issue was raised at least once at a workshop initiated by the Norwegian Embassy in 1998. See *Interfund & Norwegian Embassy Sustainability Workshop Report*, Shumba Valley Lodge, 5-7 May 1998.

The joint review also noted that few attempts had been made by NGOs receiving Norwegian aid to secure funding from domestic sources. However, some have succeeded. A glance through the list of recipients (by mid-2002) of the ZAR 167 million disbursed from the South African government's National Development Agency and the ZAR 223 million disbursed from the National Lottery Distribution Trust Fund shows that 15-20 of the NGOs listed in the annex to this paper have succeeded in securing at least some funding from these sources. Nevertheless, there is considerable potential for improvement.

A final observation is that although Norwegian NGOs, quantitatively, remains an important channel for disbursement of Norwegian aid to South Africa, their political role and impact on the shaping of Norwegian policy towards South Africa is fairly marginal.

## Conclusion

The South African case sheds further light on the role of NGOs in Norwegian development assistance and foreign policy. The case also modifies the image of NGOs associated with the "Norwegian model" as outlined in the introduction. *First*, however, the South African case illustrates the very important role that Norwegian NGOs are playing in Norwegian-South African relations. Their role have however, changed and today they are less important than they used to be. Prior to 1994 the Norwegian NGOs were not only important as a channel for Norwegian financial support, they were also to a large extent considered to be both an instrument for Norwegian foreign policy as well as an influential advocacy group. After 1994, Norwegian NGOs have remained an important channel for disbursement of funds, although its relative share had to be reduced following the first aid agreement with the new South African government. Despite their relative importance as an aid channel, their influential role in relation to Norway's overall South Africa policy has been reduced quite dramatically. In fact, their role seems to be marginal in relation to the overall aid policy towards South Africa as well as in relation to the general bilateral relations between Norway and South Africa. The NGOs may have access to much financial resources (aid funds), but this is not manifested in a similar political influence. Other Norwegian sectors and interests are far more influential in shaping Norwegian policy towards South Africa than NGOs.

A *second* observation emerging from the South African case concerns the relevance and impact of the Norwegian assistance to South African civil society. This may have been reduced in recent years. This is mainly due to poor information sharing and co-ordination between the NGO channel and the other channels for Norwegian aid. This has become particularly evident with the support provided directly from the Norwegian Embassy to South African private organisations. Furthermore, there have been limited attempts by the Norwegian actors to assess and address many of the new challenges facing South African civil society, especially related to sustainability and mobilisation of domestic sources of funding.

NORAD has - partly as a response the findings and recommendations from the joint review of Norwegian-South African development co-operation – developed new guidelines specifically for support to civil society in South Africa through Norwegian NGOs.<sup>12</sup> These guidelines

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<sup>12</sup> The new NORAD guidelines ("*Retningslinjer for støtte til sivilt samfunn i Sør-Afrika via norske frivillige aktører*") were first distributed to Norwegian organisations on September 7, 2004. The guidelines will provide directions for funding in the 2005-2009 period. The preparations of the guidelines followed an internal NORAD

attempt to address some - but not all - of the weaknesses and challenges identified above. The guidelines call for a stronger focus in the Norwegian NGO assistance and a concentration on fewer objectives, improved co-ordination between Norwegian NGOs, and for improved efforts to achieve sustainability and mobilisation of domestic resources in South Africa. The guidelines also call for greater attention to the relevance and impact of the Norwegian assistance, including the role of the Norwegian partner in the support to South African organisation. The guidelines also emphasise that the support to South Africa through this channel should not exceed 20 % of the total Norwegian bilateral assistance to the country. On the other hand: the guidelines and the background study do not address the issue of support to South African civil society through other Norwegian channels (especially the Embassy), the relations between the Embassy and the other channels, or the role of civil society in other programmes supported by Norway.

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review from mid-2003. See the *Review of Norwegian non-governmental organisations' development co-operation with South African partner NGOs in South Africa* (unpublished, 51 pages, n.d.)

## Annex:

### South African civil society organisations supported by Norway

The table below lists all South African non-governmental and community-based organisations and private institutions receiving financial support from or through Norwegian NGOs and the Norwegian Embassy (either directly or through the Institute of Human Rights in Oslo, which manages the Embassy's programme on human rights). In some instances (e.g. the Social Change Assistance Trust and the Aids Foundation) the South African institutions channel funds to an often very large group of community-based organisations. These recipients are not included in this list. Nor is co-operation between higher education and research institutions included in this category. The list is based on disbursement in the 2001-2002 period. There are no significant deviations in the 2003-2004 allocations.

Excluded from the list is the Norwegian Fredskorpset. This institution is fully funded by the Norwegian Ministry of Foreign Affairs and provides funding for the exchange of young staff and professionals between Norwegian institutions and similar institutions in the South (including South-South exchange). The staff exchanged must be aged between 22 and 35 years. By mid-2002, 10 Norwegian institutions (including also a commercial company) had had their applications for exchange with South African counterparts approved (the first approval was made in early 2001). It also includes staff exchanges between South African organisations and organisations in the SADC region. The staff exchanges are in most cases also intended to be a component in a broader co-operation between Norwegian and South African organisations. Most are included in the list below.

<i>Norwegian NGO/donor</i>	<i>South African NGOs</i>	<i>Location, head office</i>
<i>Norwegian Church Aid</i>	South African Council of Churches	Johannesburg
	Trauma Centre for Survivors of Violence and Torture	Cape Town
	Social Change Assistance Trust (rural development projects)	Cape Town
	Spiritual Churches Research and Theological Training	Johannesburg
	Ecumenical Service for Socio-Economic Transformation	Johannesburg
	Challenge Magazine/Institute for Contextual Theology	Johannesburg
	Black Sash	Johannesburg
	Built Adult Learning Co-operative (adult education, community development)	Cape Town
	Aids Foundation of South Africa	Johannesburg
	Ulwazi Skills Training Centre	Tembisa, Gauteng

	Diakonia Council of Churches	Durban
	Institute for the Healing of Memories	Cape Town
	Institute for the Study of the Bible/University of Natal	Pietermaritzburg, KZN
	National Institute for Crime Prevention and the Rehabilitation of Offenders	Cape Town
	Pietermaritzburg Agency for Christian Social Awareness	Pietermaritzburg, KZN
	Practical Ministries	Port Shepstone, KZN

<i>Norwegian People's Aid</i>	Ethembeni Business and Training Centre	Cato Ridge, KZN
	Soetfontein Rural Development Association	Soetfontein, Limpopo
	Institute for Farmworkers Research and Development	Polokwane, Limpopo
	Natal Monitor/University of Natal (violence monitoring)	Durban
	Isivivane Sethu Finance Institute (micro-finance)	Durban
	Community Based Organisations Network (covering 8 regions in KZN)	Durban
	Community Internship and Development Centre/University of Natal	Durban
	Khupuka Step (skills training and employment programme)	Durban
	Women's Leadership and Training Programme	Polelo, Richmond/Inhlazuka, KZN
	Special Medical Services (ambulance and health preventive services)	Eldorado Park, Gauteng
	Centre for Peace Action/University of South Africa (women's safety and health promotion programme)	Eldorado Park and Pretoria
	Township Aids Project	Soweto, Gauteng
<i>Norwegian Students and Academics International Assistance Fund/Interfund</i>	School Leavers Opportunity Training	Pietermaritzburg, KZN
	Centre for Education and Enterprise Development	Durban
	Foundation for Education with Development	Johannesburg
	Joint Enrichment Project (enterprise education)	Johannesburg
	Careers Resources Centre (enterprise education)	Pietermaritzburg, KZN
	Media Works – Rural Training Programme	Cape Town
	South African Graduates Development	Johannesburg
	South African Students Congress	Johannesburg
	Arepp Education Trust	Cape Town
	Sibikwa Community Theatre	Benoni, Gauteng
	Art and Culture Management Project	Johannesburg
	Curriculum Development Project (art and culture education)	Johannesburg
	Art Teacher Initiative	Port Elizabeth, Eastern Cape
	Lovedale Community College (art and culture education)	Alice, Eastern Cape
	Moving Into Dance/Newtown	Johannesburg
	National Association of People Living with Aids	Germiston, Gauteng
	AIDS Law Project, Centre for Applied Legal Studies/ University of the Witwatersrand	Johannesburg

	Tugela Aids Project	Eshowe, KZN
	Community Development and Outreach Project (HIV/AIDS)	Scottsville, KZN
	Masifunde Education and Development Project (HIV/AIDS)	Grahamstown, Eastern Cape
	Centre for the Study of AIDS/University of Pretoria	Pretoria
	MediaWorks (HIV/AIDS)	Cape Town
	National Aids Education Trust	Johannesburg
	Ikhwezi Women Support Centre (HIV/AIDS)	Cathcart, Eastern Cape
	DramAide/Media Studies, University of Natal (HIV/AIDS)	Durban
<i>Norwegian Embassy/Institute of Human Rights</i>	Electoral Institute of Southern Africa	Johannesburg
	Institute for Democracy in South Africa	Cape Town and Pretoria
	Centre for Conflict Resolution, University of Cape Town (youth programme)	Cape Town
	Centre for the Study of Violence and Reconciliation (production of educational outreach materials)	Johannesburg
	Institute for Justice and Reconciliation	Cape Town
	Community Law and Rural Development Centre	Durban
	Centre for Human Rights/University of Pretoria	Pretoria
	Ismail Mohamed Centre for Human and People's Rights/University of Venda (workshop)	Thohoyandou, Limpopo
	Programme for Land and Agrarian Studies, University of the Western Cape	Cape Town
	Cala University Students Association (rural development)	Sakhisizwe, Eastern Cape
	Centre for Applied Legal Studies, University of the Witwatersrand (discrimination, workplace)	Johannesburg
	Rape Crisis	Cape Town
	Parliamentary Monitoring Group	Cape Town
	ODI Community Law Centre (access to justice)	North West
	Institute for African Alternatives (New Agenda journal)	Johannesburg
	South African Institute of International Affairs (workshop)	Johannesburg
<i>Norwegian Embassy</i>	South African Institute of International Affairs (monitoring, SADC)	Johannesburg
	Institute for Security Studies (research/policy on terrorism)	Cape Town
	Zululand Historical Museum Trust	Eshowe, KZN
	Open Learning System Education Trust	Johannesburg
	Institute for the Advancement of Journalism	Johannesburg



<i>Norwegian Band Federation</i>	Field Band Foundation	Johannesburg
<i>Norwegian Federation of Co-operative Housing Associations</i>	Cope Housing Association	Johannesburg
<i>Norwegian Choir Association</i>	University of Port Elizabeth (conductor training and tuition)	Port Elizabeth, Eastern Cape
<i>Norwegian Red Cross</i>	Red Cross (organisational development, HIV/AIDS, youth)	Johannesburg
<i>Norwegian Institute of International Affairs</i>	Institute of Security Studies (Training for Peace)	Pretoria
	African Centre for the Constructive Resolution of Disputes (Training for Peace)	Durban
<i>Norwegian Olympic Committee and Confederation of Sports</i>	National Olympic Committee of South Africa	Johannesburg
	SCORE	Cape Town
<i>Salvation Army</i>	Salvation Army South Africa	Johannesburg
<i>Delta International</i>	South African National Council of YMCA's	Johannesburg
<i>Union of Education</i>	South African Democratic Teacher's Union (SADTU)	Johannesburg
<i>Atlas Alliance</i>	Disabled Children Action Group	Cape Town
	Southern Africa Federation of the Disabled (SAFOD)	Harare, Zimbabwe
<i>Confederation of Vocational Unions (YS)/The Norwegian Police Federation</i>	SA Police Union & Police and Prisons Civil Rights Union (educational programme through Public Services International/France)	Johannesburg
<i>Confederation of Norwegian Business and Industry (NHO)</i>	Business South Africa	Johannesburg
	Agri South Africa	Pretoria

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